

REQUEST FOR INTEREST

SOLICITATION FOR LAND TO SITE SECURE COMMUNITY REENTRY FACILITIES

The purpose of this Request for Interest (RFI) is for the California Department of Corrections and Rehabilitation (CDCR or Department) to solicit interest from County and/or Municipal governments (RFI Part A) *who are not currently participating in the Correction Standards Authority Request for Proposal process* to site and construct a Secure Community Reentry Facility (SCRF). By this RFI, CDCR is also extending an invitation for private property owners and developers (RFI Part B) to, with the endorsement of a County or Municipal government with jurisdiction, respond to this RFI.

Construction and activation of these facilities will enhance state and local government collaborative efforts to reduce crime by improving the system needed for programs and services for adult offenders to better prepare them for reentry and reintegration into their communities. Sadly, and with few exceptions, inmates are often ill-prepared for release to society, many without adequate employment, housing, planned mental health services, substance abuse prevention services or family reunification support. State prison inmate releases are, more frequently than not, from prisons a great distance from the county of last legal residence to which, by law, the inmates are required to return for their parole supervision period. These new SCRFs will serve adult offenders and provide intensive rehabilitative services that target criminogenic risk factors as well as linkages to local services and supports necessary to reduce recidivism and promote public safety.

The first SCRF to be sited is under the tri-county agreement between the CDCR and the Counties of San Joaquin, Calaveras and Amador, authorized by Senate Bill 943 (Machado) of 2007. The parties are collaborating in the re-activation of the state prison in Stockton previously known as the Northern California Women's Facility and currently called the Northern California Reentry Facility. This regional reentry facility will serve the inmate population returning to the Counties of San Joaquin, Calaveras and Amador. The parties are supporting planning meetings for the re-activation that includes physical plant modifications, offender release plans, and the needed state-county-cities-community collaborative efforts.

Many County Sheriff Departments and County Operated Correctional Facilities are in need of additional beds and program space. State lease-revenue bond funds available under The Public Safety and Offender Rehabilitation Services Act of 2007 (the Act) for construction of a new jail or local correctional facility are, in part, contingent on the local government agreeing to assist the CDCR in siting an SCRF.

This RFI is solely to solicit local interest and is not intended as a process for the selection of SCRF locations or for awarding siting commitments.

Part A (County and Municipal Governments)

Based on the information and offers received from counties, cities, two or more cities jointly, or a city/county, Public Entity Agreements may be pursued to contract for the acquisition, design, construction, and activation of an SCRF. The State may, at its sole discretion, consider proposals from local government to provide custody, administrative, and/or rehabilitative support services. The duration of any contract has not yet been determined, and each SCRF project will involve the use of lease-revenue bond funding for the construction of each SCRF. This requires the State to purchase the land upon which the SCRF, 200-bed to 500-bed in size, will be constructed to satisfy future bond holders interest that the land and the facility are fee titled to the State. CDCR will review information from interested counties and municipalities and determine on a statewide basis which locations are most advantageous to the mission of the SCRFs.

This Request for Interest is intended to provide all counties and municipalities the information necessary to make a decision about siting an SCRF. There are considerable benefits in siting a SCRF. These facilities will provide rehabilitative programming design to target criminogenic needs, thereby reducing the likelihood of re-offending and improving public safety. Upon release from state custody, offenders by law return to the county of last legal residence. Locating a SCRF in the community to which offenders are returning gives local law enforcement, community service systems and voluntary organizations the opportunity to prepare and assist the offender in successfully transitioning. The counties and municipalities that have not yet submitted an Agreement to Cooperate to site an SCRF, are herewith encouraged to submit a letter of interest and an offer of land on which to begin the required environmental reviews and site suitability assessments.

Time is of the essence in receiving the letters of interest, the Agreement to Cooperate and the offers of land upon which to site a SCRF.

The State cannot unilaterally act to site a SCRF, and is mandated in the Public Safety and Offender Rehabilitation Services Act of 2007 (The Act) to develop a collaborative relationship with a local government entity prior to any construction project funds are approved for use.

BACKGROUND

The Act was signed into law in May 2007. The Act authorizes the sale of \$1.6 billion in lease-revenue bonds to finance the construction of up to 16,000 reentry beds, in two separate phases of siting and construction. The Act requires that a county, city or county/city entity has the initiating responsibility to invite the State, specifically the CDCR, to consider siting an SCRF within the respective jurisdiction. The Act restricts the bed capacity of each SCRF to not exceed 500.

The Act fundamentally changed California's correctional system by focusing on rehabilitative programming within SCRFs for adult offenders as a direct way to improve safety within correctional institutions and public safety upon return of inmates to their home communities. In response, CDCR is changing the way it operates by focusing on carefully planned and delivered evidence-based rehabilitative programming within SCRFs to better prepare offenders for successful community reentry and reintegration and thereby reduce crime in California communities.

Except in specific circumstances, adult offenders are paroled to their county of last legal residence. These releases occur at CDCR institutions that often are great distances from the counties to where the offender will serve their parole release period. Typically, offenders return with limited funds and without adequate access to rehabilitative services or programs.

Each SCRF will receive, house and deliver rehabilitation programs offenders with one year or less prior to their scheduled parole release dates. SCRFs will be staffed by peace officers at all times and are envisioned to deliver rehabilitation programs designed to assist offenders to successfully transition from a CDCR institution to their respective communities. Additionally, offenders released from the SCRF will be under state parole supervision with an improved parole release plan and case management procedures integrated with local parole services.

The State of California has not previously operated reentry facilities with full rehabilitation programming. Other states have applied reentry programs for adult offenders, using various designs and operations:

- Rhode Island's Statewide Reentry Initiative at:
<http://www.doc.ri.gov/reentry/index.php>;
- Colorado Cheyenne Mountain facility at:
<https://exdoc.state.co.us/secure/combo/weblets/index.php/facilities/view/36>;
- Texas reentry experience at:
<http://www.tdcj.state.tx.us/pgm&svcs/pgms&svcs-home.htm>;
- Plainfield, Indiana, Reentry Educational Facility at:
<http://www.in.gov/indcorrection/reentry/center/>; and,
- The Ohio Plan for Productive Offender Reentry and Recidivism Reduction at:
<http://www.drc.state.oh.us/web/offenderreentry.htm>

These and other states are experiencing lower recidivism rates under their improved approach in their planning and managing releases of adult offenders into their communities.

Research demonstrates that a greater likelihood of reduced criminal behavior occurs by paroled offenders who are provided well-planned rehabilitation programming, focused on their criminogenic needs, and near their community to which the offender will be paroled.¹ This also means lower return rates to prison for offenders. The close proximity of the SCRF to the community encourages community participation in an offender's rehabilitation and reintegration into society.

CDCR recognizes that local government resources are limited and it is becoming increasingly difficult to meet local demands for public health, mental health and social services. While CDCR also has limited resources for community services for parolees, the intent is to direct these resources within communities to services and supports that best meet the needs of parolees and the communities to which they are returning. CDCR will finance each SCRF, including the cost of rehabilitative services within these settings. Furthermore, CDCR intends to work with each local community agreeing to site a SCRF to establish a formal agreement defining appropriate roles, responsibilities and financing of services for parolees upon release from a SCRF.

Each SCRF will be designed in cooperation with local county and/or city officials to meet local needs. However, each SCRF must operate within a prototype design to maintain facility security and ensure an effective, evidence-based rehabilitative treatment model. CDCR's-Adult Programs will clearly define the rehabilitative treatment model (see Figure 2 below, A Rehabilitative Model) for the SCRFs, and work with local communities to modify interventions within the model to best meet the needs of the target population and enable the seamless transition to communities. Modification of treatment interventions or approach must be supported by evidence-based practice.

¹ California's Expert Panel Report of June 2007 includes references to other studies among states that have made progress in applying the re-integration principals for adult offender reentry to society. See the CDCR website at <http://www.cdcr.ca.gov>

PRIOR COMMUNICATIONS WITH LOCAL GOVERNMENT

Since the summer of 2006, CDCR has publicly provided information on the importance of improving public safety through prisoner reentry programs and initiated communications with all 58 counties. The following is a list of prior communications with local governments:

- August 22, 2006, a Request for Interest (RFI) was released to all 58 counties (Chief Administrative Officers, Sheriff, District Attorney, Boards of Supervisors) soliciting interest in working cooperatively with the State to develop parolee reentry programs and to develop agreements to site secure reentry facilities. Based on that RFI, eight counties responded affirmatively.
- July 16, 2007, CDCR conducted the first Webinar to discuss the concepts of SCRFs and to answer questions submitted live via the internet.
- July 27, 2007, letters were sent to 46 counties that had not signed an Agreement to Cooperate informing them of future Regional Reentry Workshops (Workshops) and to solicit additional counties and cities to become interested in siting a Secure Community Reentry Facility.
- August 13, 2007, letters were sent to the 12 counties with signed Agreements to Cooperate, informing them of future Workshops.
- From July 2007 through October 2007, CDCR, in conjunction with the California State Sheriffs Association, the California State Association of Counties, the League of California Cities, the Chief Probation Officers Association, the California Mental Health Directors Association, the County Alcohol & Drug Program Administrators Association of California, and the Association of California Cities Allied with Prisons, conducted the Workshops as a statewide informational campaign on the benefits and responsibilities of bringing SCRFs into California communities. Ten Workshops were held ranging in sites from Shasta County to San Diego. The workshops were meant to educate, inform, and receive feedback from all 58 counties on the parolee programming needs, SCRFs and jail construction funding - the centerpiece of the Act. Representatives from approximately 800 local governments, social service agencies, and service providers attended. Input received during the Workshops has been used by executive management to make policy decisions and by staff to make programming recommendations.
- January 8, 2008, CDCR sent letters to all 58 counties notifying them of the final 2007 Construction or Expansion of County Jails Requests for Proposals that enhanced the preference points available for agreeing to assist the State in siting a SCRF.

- January 23, 2008, CDCR released the Prototype Secure Reentry Facility Concepts Report, which can be accessed at:

http://www.cdcr.ca.gov/News/Prototype_Concepts/index.html

- February 4, 2008, CDCR conducted the second Webinar to discuss SCRFs and to answer questions submitted live via the internet. The Webinar can be accessed at:

http://www.cdcr.ca.gov/News/Secure_Rentry.html

To date, over thirty-two counties and cities have expressed interest in offender reentry programs and the concept of the SCRF. Among those counties, 19 have submitted a non-binding Agreement to Cooperate to site a SCRF, or present an offer for a Regional SCRF, or other similar proposals. The counties that have submitted signed agreements or similar proposals include: Amador, Butte, Calaveras, Contra Costa, Kern, Madera, Merced, Monterey, San Benito, San Bernardino, San Diego, San Francisco city and county, San Joaquin, San Luis Obispo, San Mateo, Santa Barbara, Shasta, Stanislaus, and Yolo need not reply to this Letter.

For additional information regarding SCRF updates, questions and answers and programming and policy updates are available at:

http://www.cdcr.ca.gov/News/Secure_Rentry.html.

SCOPE OF INTEREST AND OFFER

CDCR anticipates that a county or municipality submitting a letter of interest and an offer of land for siting an SCRF should include the following:

- Transmittal letter from the Chief Administrative Officer for the County;
- Board of Supervisors approved Agreement to Cooperate with CDCR (Attachment IV);
- Board of Supervisors Resolution identifying the land being offered for acquisition by the state, and where necessary a City Council Resolution also supporting the action;
- Supporting information that explains that the offered land is owned by the public entity, or is available for acquisition by the CDCR;
- Supporting information that explains how the offered land is suitable to support a SCRF (see the attached copies of drawings at the website, http://www.cdcr.ca.gov/News/Prototype_Concepts/index.html and view the conceptual drawings of a 200-bed to 500-bed SCRF);
- Supporting information that demonstrates the county or the municipality has completed an analysis of the adults under state parole and incarcerated in state prisons with a release date to parole into the county; and

- Supporting information that describes the availability of rehabilitative services and/or programs in the immediate area to be served by the SCRF.

CDCR representatives are prepared to work with interested counties and municipalities to support efforts in developing a submittal.

CDCR requests that the submittals arrive on or before **April 21, 2008** by close of business at the following address: California Department of Corrections and Rehabilitation, Division of Reentry Facilities, 9838 Old Placerville Road, Room 216, Sacramento, CA 95827, to the attention of Cynthia Florez-DeLyon, Parole Administrator I.

SCRF PROGRAM

The rehabilitative treatment model proposed for use in SCRFs is based on the work of the Expert Panel on Adult Offender Recidivism Reduction Programming (hereinafter referred to as "Expert Panel"). In June 2007, the Expert Panel released a report to the California State Legislature titled A Roadmap for Effective Offender Programming in California, available at: <http://www.nicic.org/Library/022399>, which recommends adoption of the California Logic Model. The logic model reflects evidence-based practices used by other states that have resulted in returning offenders to their communities more prepared to be law abiding citizens.

The reentry rehabilitative treatment model is based on the California Logic Model. The Logic Model is translated into practice through the rehabilitative treatment model. A flow diagram is used to show how an adult offender would move through the system and the rehabilitative treatment model of a SCRF. Please see Attachment I for a description of the Rehabilitative Treatment Model.

For additional information on the Expert Panel Report of June 2007 please visit the CDCR website at <http://www.cdcr.ca.gov> and choose the Prison Reform tab to select optional information postings.

DISCLAIMER

This RFI is being issued for the sole purpose of allowing the Department to ascertain the existence of interest in entering into agreements to site and construct Secure Community Reentry Facilities and does not represent a solicitation for such agreements. Respondents are solely responsible for all costs or expenses associated with responding to this RFI and responses received will not be returned. The Department, in its sole discretion, will determine what further steps, if any, will be taken as a result of its comparative review of the information received. No guarantee is expressed or implied that any respondent will be contacted by the Department as a result of its comparative review of the responses received.

Figure 1 – Current Model for Adult Offender Reentry into Society

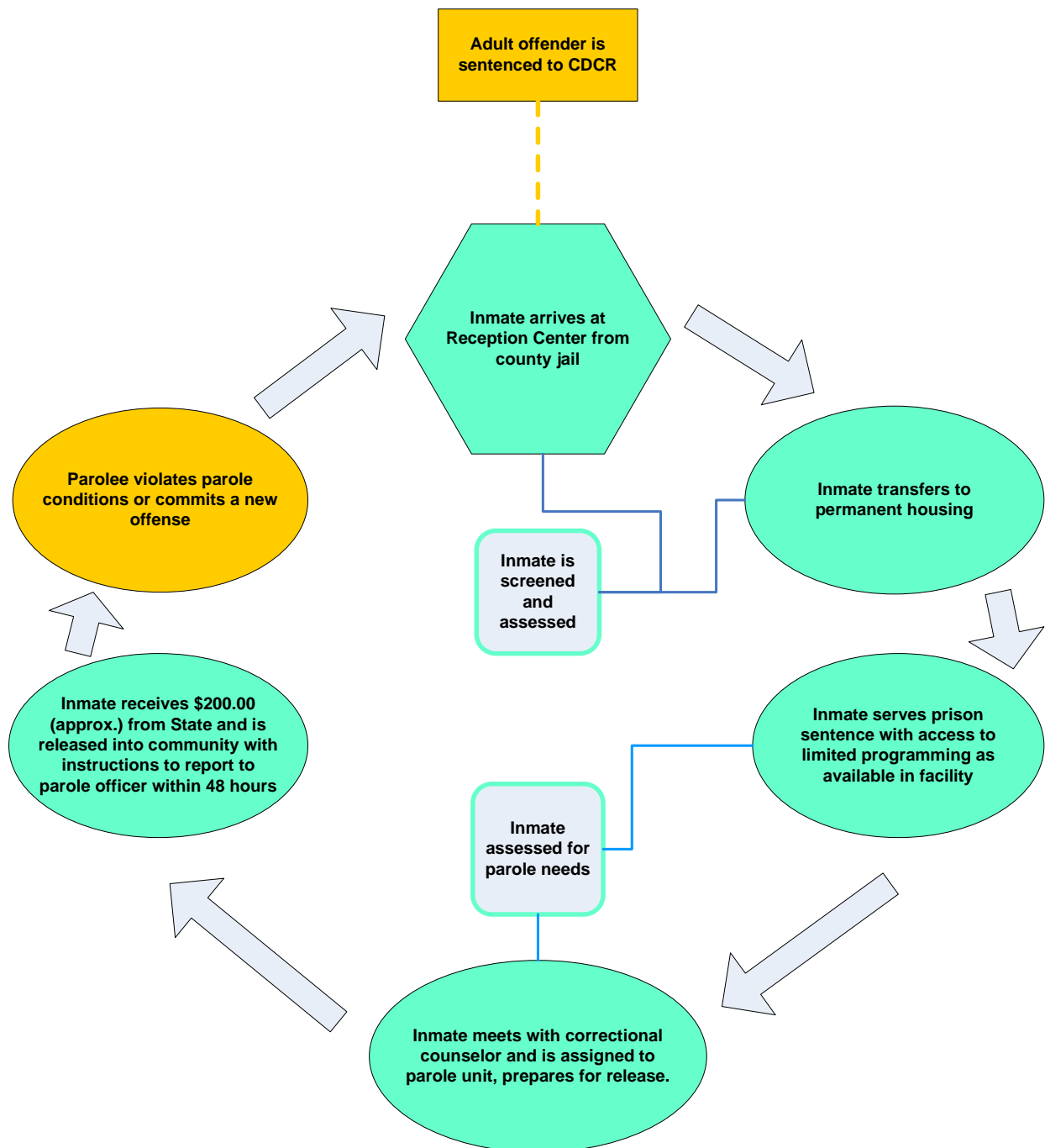
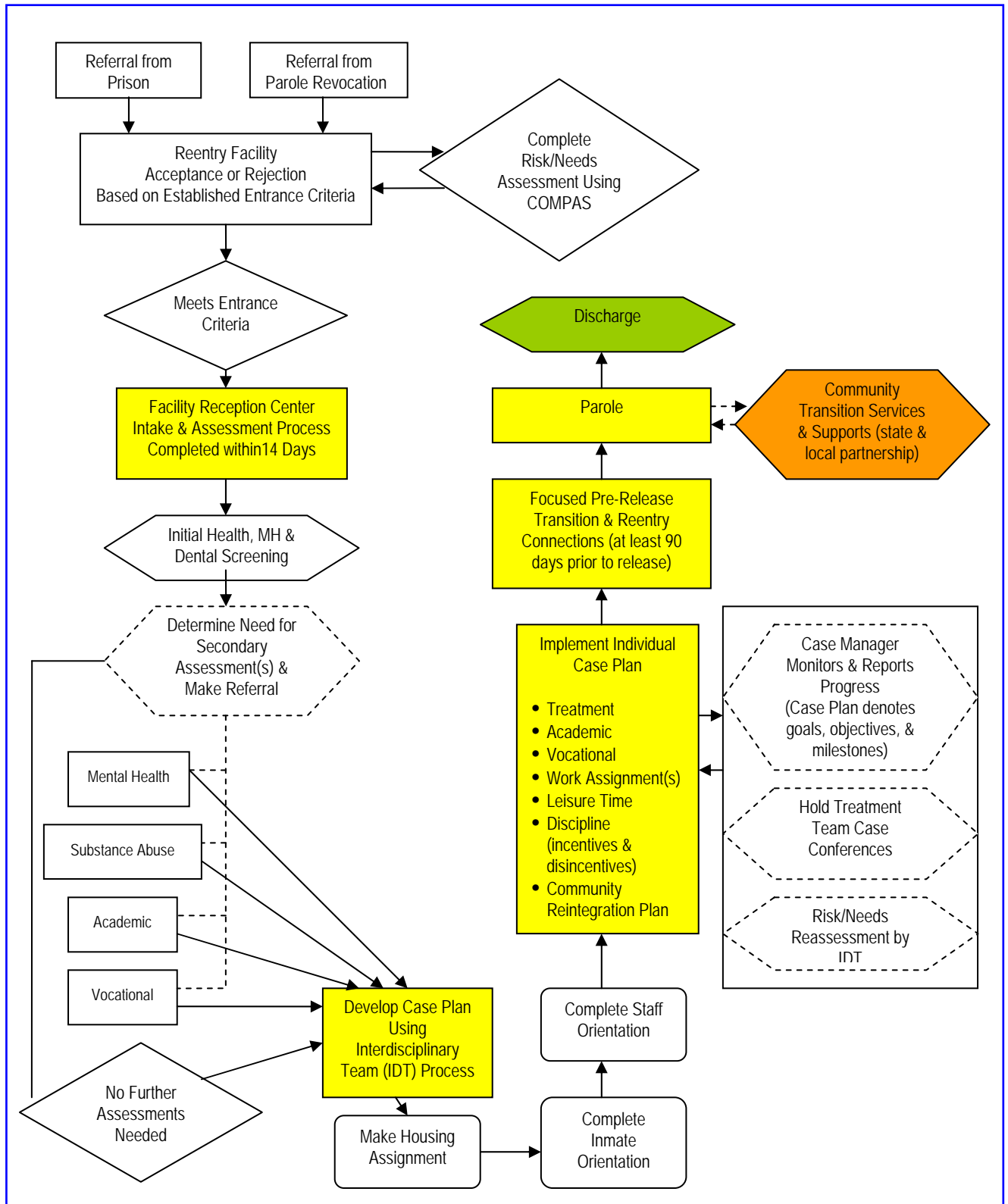


Figure 2 – A Rehabilitative Treatment Model for Reentry Facilities



Part B (Private Parties for Built To Suit Lease With Purchase Option)

Based on the information and offers to be received from private parties pursuant to this RFI, CDCR may prepare a formal Request for Proposal for interested private parties. CDCR may then agree to enter a lease with an option to purchase agreement. The duration of any agreement has not yet been determined.

Upon receipt of information from private parties the CDCR will review the information and, upon its sole discretion, determine on a statewide basis which locations and plans are most advantageous to the mission of the SCRFs.

Time is of the essence in receiving the letters of interest and the land site offers.

The State cannot unilaterally act to site an SCRF, and is mandated in the Public Safety and Offender Rehabilitation Services Act of 2007 (the Act) to seek a collaborative relationship with local government (county or city & county) entity prior to any construction project being approved.

BACKGROUND

The Act was signed into law in May 2007. The Act authorizes the sale of \$1.6 Billion in lease-revenue bonds to finance the construction of up to 16,000 reentry beds, in two separate phases of siting and construction. The Act requires that a county, city or county/city entity has the initiating responsibility to invite the State, specifically CDCR, to consider siting an SCRF within the respective local jurisdiction.

The Act introduces the SCRF, a model in which smaller facilities located in or near the adult offender's home community provides planned rehabilitative programming to prepare the offender for release and successful community reentry and reintegration.

Each SCRF will be designed in cooperation with local county and/or city officials to meet local needs. However, each SCRF must operate within a prototype design to maintain facility security and ensure an effective, evidence-based rehabilitative treatment model. CDCR's Adult Programs will clearly define the rehabilitative treatment model for the SCRFs, and work with local communities to modify interventions within the model to best meet the needs of the target population and communities to be served. Modification of treatment interventions or approach must be supported by evidence-based practice.

The adult offender population endorsed to, housed in, and receiving programs and services in a SCRF will be from the county within which the SCRF is constructed and operated. It is not the intent or plan to house or program adult offenders from outside the county, unless the county and state agree to this as a feature of the program such as in the case of a regional facility.

The adult offender population will include those with a release date to state parole, with commitment offenses of various types; including those with “serious” and “violent” as defined in Penal Code 667.5 and PC 12022.

The attached chart of parolees by county represents a snapshot in time of the number of adult offenders released to the respective counties during Calendar Year 2006, revoked from parole and returned to prison, and those pending a hearing to determine whether their violation of parole warrants return to prison.

The conceptual design of the SCRF can be found at <http://www.cdcr.ca.gov> under the Prison Reform tab, with a link to the February 2008 Webinar and associated slides presentation. The anticipated acreage for each model is also included at this website. The intent of a secure facility is that the offender population housed within the facility cannot leave the facility, and that the facility is not a work-furlough facility. There will be no in-an-out privileges in the program design.

SCOPE OF INTEREST AND OFFER

CDCR requests that an interested party submitting a letter of interest and an offer of land for siting an SCRF should include the following:

- Transmittal letter from the owner of title for the subject property identifying the land being offered for sale to the State;
- County document that represents a parcel of land that is considered by the county to be suitable for siting an SCRF;
- Supporting information that explains how the offered land is appropriately zoned and fully entitled, and the parcel is county approved (and city approved where applicable) and suitable to support an SCRF (see the attached copies of drawings and the aforementioned website to view the conceptual drawings of a 200-bed to 500-bed SCRF);
- Site assessment that addresses each of the issues identified in the attached site comparison matrix;
- Statement addressing the attached list of environmental issues that will be associated with any siting proposal; and
- Estimate of costs per bed for the construction of a 200-bed to 500-bed SCRF with assumptions included in the cost estimate.

CDCR wants to know how the private parties submitting a proposal will secure local government support for the construction and the operations phases of the project. CDCR expects the responding private parties to address their approach with the respective county Board of Supervisors, the local government planning department, and other jurisdictional reviews.

CDCR personnel are prepared to work with interested parties to support efforts in developing their submittal.

CDCR requests that the submittals arrive on or before **April 21, 2008** by close of business at the following address: California Department of Corrections and Rehabilitation, Division of Reentry Facilities, 9838 Old Placerville Road, Room 1173, Sacramento, CA 95827, to the attention of Dwight Weathers, Deputy Director, Acquisitions and Dispositions Branch. Mr. Weathers will receive calls at (916) 255-1107.

SCRF PROGRAM

See the earlier descriptions above and the associated attachments on rehabilitation programs and models, the earlier references on available websites to learn more about the conceptual designs, and examples from other states.

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